

Approved For Release 2004/07/08 : CIA-RDP80B01676R002900300007-3

63-904312

**CIA HISTORICAL REVIEW PROGRAM
RELEASE IN FULL 1995**

14 December 1963

MEMORANDUM FOR: Deputy Director (Intelligence)**SUBJECT : Procedures for the Production of
National Policy Papers**

1. I have signed and dispatched the letter to the Executive Secretary, Policy Planning Council, Department of State, concurring in the Procedures and Annotated Standard Outline for National Policy Papers. I also designated DD/I as the Agency representative for direct contact on such papers.

2. As regards the DD/I memorandum of 9 December, and particularly paragraph 5 thereof, DD/I is the Agency component responsible for developing Agency positions and for seeking the approval of me and the Director on such positions. DD/I will ensure that these positions are fully coordinated with DD/P and with the Chairman of the BNE.

3. Signing off on the papers for the Agency will be done by me or the Director or, in the absence of both of us, by the Executive Director-Comptroller. Correspondence for such signing off will indicate concurrence in the Agency position by the DD/P and the Chairman, BNE, and will be transmitted to the Executive Registry for appropriate approval at the Director's level.

4. In securing the coordination of the Chairman of the Board of National Estimates I desire an appraisal from him as to the need for an SNIE with a view to developing possible reactions of the country in question to the policy objectives to be pursued by the United States toward that country.

5. Whenever it appears that major differences are developing within the Government or within the Agency, these differences should be brought promptly to the attention of me and the Director.

Marshall S. Carter
Lieutenant General, USA
Deputy Director

Attachment:

Memorandum for DDCI from DD/I dated 9 December 1963,
Subject: Procedures for the Production of National Policy
Papers (ER 63-9093/1) w/atts

Distribution:

Original - DD/I w/att
1 - DDCI w/Tab B of att
1 - DD/P w/att
1 - Chairman, BNE w/o att
1 - Executive Director-Comptroller w/o att
✓ 1 - ER w/Tab B of att
1 - EA/DCI w/o att

159093/a

John
Mr. John W. Ford
Executive Secretary
Policy Planning Council
Department of State
Washington, D.C.

Dear Mr. Ford:

The memorandum of 2 December 1963 on National Policy Papers (Procedures and Annotated Standard Outline) is acceptable to the Central Intelligence Agency. The Agency representative for direct contact on National Policy Papers will be the Deputy Director (Intelligence), Dr. Ray S. Cline, or his assistant for Policy Support, Mr. Chester L. Cooper.

Sincerely,

Marshall S. Carter
Lieutenant General, USA
Deputy Director

DD/I:RSC:jr (9 Dec 63)

Distribution:

- Orig & 1 - Addressee
- 1 - ER
- 1 - DDCI
- 1 - DDI chrono
- 1 - O/DDI (Mr. C. Cooper)
- 1 - DD/P 10 8 28 11 123

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9 December 1963

MEMORANDUM FOR: Deputy Director of Central Intelligence

SUBJECT : Procedures for the Production of
National Policy Papers

1. This memorandum recommends in paragraph 7 that you approve Agency concurrence in the procedures described herein.

2. Attached is an exposition by Walt Rostow of procedures proposed for the preparation and coordination of National Policy Papers. These procedures were developed by the Policy Planning Council after several meetings of an Interagency Working Group on Procedures [the Assistant Deputy Director for Intelligence (Policy Support) represented the Agency]. In their present form, the procedures have the informal approval of the members of this group.

3. We have been asked to approve this statement of procedure formally. I recommend that we do so. While these procedures will probably be modified as experience dictates (no paper has yet gone through the complete process, although one on Ethiopia will be reaching us for concurrence shortly), the procedures outlined in pages 1-12 seem to me to be a satisfactory start.

4. As you know, the Agency (both DDI and DDP) participates at every stage in the preparation and final clearance of each paper (see page 5, paragraph B). Much of the burden for written contributions falls on agencies other than CIA--INR, AID, and the Pentagon, primarily. The Agency's role consists primarily in commenting on or criticizing the various stages of the draft. Particular note should be taken, however, of the fact that Internal Defense Plans will be incorporated as a separate chapter in each National Policy Paper (page 11, paragraph 7b). In addition, a special annex on intelligence programs for selected countries will be prepared in the Agency as appropriate [redacted]

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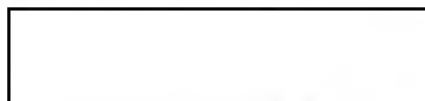
5. Final approval of each paper prior to its becoming a "comprehensive and authoritative statement of policy" will be sought at the relevant Interagency Policy Group. (Two

-2-

such groups, Latin America and Africa, are already in being; others will be organized for the purpose of dealing with papers in the Near East and Far East.) If there are major differences that cannot be resolved at this level, the procedures call for resolution at a higher level--the White House, if necessary (page 9, paragraph H). I would assume that with the new approach to NSC meetings, these differences will be resolved in this forum. To facilitate formal clearance, each paper will be divided into two parts--policy recommendations and analysis (page 8, paragraph G); ordinarily, clearance by senior officials in the Agency can be confined to the policy section on the assurance that responsible desks in both DDI and DDP have approved the underlying analysis. If there is agreement in DDI and DDP and no major policy objection to the paper, I propose to sign off for the Agency, advising you and the DCI. If there is a disagreement between DDI and DDP, or if there is an important policy issue which either DDI or DDP objects to, I will brief you and the DCI and consult on appropriate steps to register the CIA view.

6. I have attached as Tab A a statement of procedures for handling these papers within the Agency, which was prepared by the Assistant Deputy Director for Intelligence (Policy Support) for the Executive Director.

7. Our concurrence is requested by 12 December. I recommend that you approve Agency concurrence in the procedures outlined in the Rostow memorandum. The reply, addressed to the Executive Secretary, State Department Policy Planning Council, is attached for your signature (Tab B).



RAY S. CLINE
Deputy Director (Intelligence)

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Attachments
Tabs A & B

Rostow Memo dtd 2 Dec 63

cc: DD/P

Recommendation in para. 7 APPROVED:

Deputy Director of Central Intelligence

Date

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November 30, 1963

NATIONAL POLICY PAPERS

A. PROCEDURES

1. Purpose and Status of Program

National policy papers (formerly known as strategic studies) are comprehensive and authoritative statements of U.S. policy toward each country included in the program. The Secretary of State has assigned general responsibility for the program to the Chairman of the Policy Planning Council.

At present, the program is limited to the underdeveloped areas of the free world. National policy papers have been initiated or scheduled on 18 countries. (See attached status report.)

2. Content of National Policy Papers

Each national policy paper presents an analysis of the social, political, economic and military forces at work in the country in question and from that analysis derives a country strategy for the U.S. for the next two to five years. Initial specific courses of action for carrying out the country strategy are also set forth where they differ from current action programs. (See the attached annotated standard outline for a more detailed description of a national policy paper.)

In order to simplify clearance procedures and facilitate use by operating officials, the body of a national policy paper should be no longer than is absolutely necessary. Additional detail can be provided in annexes.

The Secretary

GROUP 4

Downgraded at 3-year intervals;
declassified after 12 years

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The Secretary of State, or in his absence the Acting Secretary of State, will review and formally sign National Policy Papers following their approval in toto by the appropriate interdepartmental committee under the Chairmanship of an Assistant Secretary of State. The formal sign-off will be reflected in the frontispiece of each National Policy Paper with the following statement:

"PART ONE (U.S. Policy: objectives, strategy and courses of action) of this paper is a comprehensive and authoritative statement of national policy toward _____. All agencies with major responsibilities affecting our relations with _____ participated in drafting the paper and concur in the strategy and courses of action which it sets forth. The Country Team in _____ was consulted in the course of the paper's preparation and its views have been taken into account.

"Execution of the policy set forth in this paper is the responsibility of the various operating agencies under the leadership of the Secretary of State, and in the field, under the leadership of the Ambassador. Agency programs and directives to the field will proceed from and be consistent with the strategy and courses of action stated in the paper. Intensive working level consultation will be maintained through normal interdepartmental channels to ensure that this program is executed and that minor adjustments are made, consistent with the outlined strategy, as events and new situations unfold.

"A substantial change in the situation may require revision of the strategy or in major courses of action. The need for such substantial changes should be brought to the attention of the _____ Policy Committee.* Any interested agency may initiate

discussion

*Where no Policy Committee, such as the African Policy Committee or the Latin American Policy Committee, exists, need for substantial changes should be brought to the attention of the Assistant Secretary of State for the region concerned.

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discussion designed to bring about such substantial revision.

/s/ Secretary of State"

3. Initiation and Priorities

Any interested agency may appropriately propose initiation of a national policy paper. Action on such a proposal would be taken by the Chairman of the Policy Planning Council after consultation with the appropriate regional Assistant Secretary of State and the agencies principally concerned. Priority in the development of national policy papers would depend upon the intensity of our political, economic and security interests in the various countries covered by the program. First attention would usually be given to countries in which we expect to make major expenditures or where major security problems exist or may arise.

4. The Stages in the Development of a National Policy Paper

The development of a national policy paper will take place in specifically defined stages once the need for such paper on a particular country has been clearly established and its priority determined as set forth in paragraph #3 above. These stages, which are more fully described hereinafter, will be as follows:

Stage #1: Designation of a Senior Officer to Assume Responsibility for Paper: The Responsible Officer.

Stage #2: Convening of an Interagency Working Group by the Responsible Officer.

Stage #3: Request for Agency Contributions to a First Draft.

Stage #4: Preparation of a First Draft Representing Preliminary Views of Members of Working Group.

Stage #5

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- Stage #5: Field Visit: By Responsible Officer and Members of Working Group for Discussion of First Draft with Ambassador and Country Team.
- Stage #6: Preparation of Second Draft (Revision #1) on Basis of Discussions in Field - Circulation to Agencies for Comment.
- Stage #7: Preparation of Third Draft (Revision #2) on Basis of Comments Received from Agencies - Circulation for Formal Clearance.
- Stage #8: Resolution of Major Policy Differences Surfaced in Course of Preparing Revisions #1 and #2 through normal channels appropriate to Authority of Departments and Agencies.
- Stage #9: Approval of National Policy Paper in toto by Regional Policy Committee or Equivalent Group and Submission to Secretary of State for Signature. Distribution to all Agencies Concerned as a Binding, National Policy Document.

5. Explanation of Stages

- A. Stage #1: Designation of a Senior Officer to Assume Responsibility for Paper: The Responsible Officer.

When a decision has been made to initiate a new national policy paper, the Chairman of the Policy Planning Council, in consultation with the responsible geographical bureau and other interested agencies, will designate a senior officer to assume responsibility for the paper. Responsible officers designated thus far in the program have included members of the Policy Planning Council, other officers of the State Department or of other government agencies possessing special knowledge and experience in the country to be studied, and qualified outside consultants.

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Working under the general direction of the Chairman of the Policy Planning Council, the responsible officer chairs the interagency working group, coordinates the contributions of the various agencies concerned, and assumes a major portion of the task of drafting the national policy paper itself. He is expected to avoid the perils of "drafting by committee" and to provide effective leadership to the interagency working group in arriving at considered judgments concerning the key issues involved.

B. Stage #2: Convening of an Interagency Working Group by the Responsible Officer.

Immediately upon his designation, the responsible officer should convene an interagency working group representing all agencies with a substantial interest in US policy and operations in the country to be studied. In the usual case, the working group would include at least the representatives of the Department of State, the Department of Defense, AID, CIA, USIA, and the Bureau of the Budget. AID would be represented by the appropriate regional bureau and the Program Coordination Staff. From Defense, both ISA and the Joint Staff would be invited to participate. In the case of CIA, both DD/I and DD/P would usually be represented. The Department of State would usually be represented by S/P, the geographical bureau concerned, INR, and CU.

C. Stage #3: Request for Agency Contributions to a First Draft.

(a) Political Dynamics Study

In the usual case, the first contribution to be requested by the responsible officer will be a study of political dynamics by INR or by an outside scholar under contract arranged by INR.

(b) Other Contributions

The responsible officer can determine in consultation with the interagency working group what other contributions will be required.

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be required. Existing and still current IASs, IDPs, USIA country plans, and CU country studies would, of course, serve as useful sources of information and analysis.

Some contributions will take the form of first drafts of particular sections of the national policy paper. Many contributions, however, will be background papers from which the responsible officer can draw the information and analysis needed in drafting relevant parts of the paper. It must be emphasized that a national policy paper is not a clip-and-paste job composed of drafts done in various parts of the government.

D. Stage #4: Preparation of a First Draft Representing Preliminary Views of Members of Working Group.

The first draft of a national policy paper should represent only the preliminary views of the members of the working group. It should not be cleared formally with the agencies represented on the working group. The principal functions of the first draft are to identify the key points at issue and to provide a basis for productive and orderly discussions in the field. To this end, it is important that differences of opinion encountered within the working group be explicitly noted in the first draft.

The responsible officer or other members in the interagency working group may find it necessary to request specific contributions from the field in the early phases of work on the national policy paper. Care should be taken, however, not to burden the field with unnecessary or excessively detailed requests for information.

E. Stage #5: Field Visit: By Responsible Officer and Members of Working Group for Discussion of First Draft with Ambassador and Country Team.

After a first draft of the national policy paper has been completed it should, in the usual case, be taken to the field by the responsible officer and discussed in detail with the ambassador

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and the other members of the country team. If possible, the responsible officer should be accompanied by those members of the interagency working group whose agencies are most vitally concerned with the particular paper.

By working with field agencies on a revision of the first draft, the working group can both remedy gaps in information and improve the analysis leading to formulation of an effective country strategy. Also, field participation at an early stage of the work should make the finished paper both more practical and more easily understood by the officials who will have to carry out the approved strategy and courses of action.

The Department of Defense is responsible for arranging appropriate participation by the unified and specified commands in the preparation of national policy papers.

F. Stage #6: Preparation of Second Draft (Revision #1) on Basis of Discussions in Field - Circulation to Agencies for Comment.

After the first draft of the national policy paper has been revised on the basis of discussions in the field, the revised draft should be circulated to the responsible Washington agencies for comment. Agencies commenting should include agencies not represented in the working group, if the draft deals with problems in their fields of responsibility. Comments should also be solicited from the Interdepartmental Psychological Political Working Group.

Adequate time should be allowed both at this stage and at the later stage of formal clearance for thorough review and staffing of the paper within all of the agencies concerned. Handling of annexes would depend upon their content and need not be the same as that of the body of the paper.

G. Stage #7: Preparation of Third Draft (Revision #2) on Basis of Comments Received from Agencies - Circulation for Formal Clearance.

At this stage the Working Group will prepare a further revision on the basis of the Washington agencies' comments,

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looking toward a draft which can be submitted for formal clearance. As appropriate, major problems are surfaced in preparing a draft for formal clearance they should be referred to the field for consideration by the country team. To the extent possible, questions raised in the Washington agencies' comments and reactions elicited from the field should be reconciled in the working group and further revisions made in the course of preparing a draft for formal clearance. A special effort must be made, however, not to submerge real policy differences through adoption of imprecise compromise language.

After the Working Group is satisfied that it has exhausted all efforts to reconcile policy differences which may have been surfaced, the policy paper at this stage will be submitted to all agencies for formal clearance. Experience has shown that only through the formal clearance process is it possible accurately and clearly to pinpoint major policy differences. The country team should be furnished a copy of the paper as it is circulated in Washington for clearance.

Where the clearance process results in no requirement for resolution of major policy differences, the formally cleared policy paper will go immediately to the Regional Policy Committee or to an equivalent ad hoc group convened by the responsible regional Assistant Secretary of State for approval and on-forwarding to the Secretary of State as described in Stage #9 hereinafter.

IN FORWARDING NATIONAL POLICY PAPERS FOR FORMAL CLEARANCE, TRANSMITTAL MEMORANDA WILL REQUEST FORMAL CLEARANCE ON PART ONE (U.S. Policy: objectives, strategy and courses of action) WITH EACH AGENCY OF GOVERNMENT TO BE THE JUDGE AS TO THE APPROPRIATE LEVEL WITHIN THE AGENCY AT WHICH CLEARANCE IS OBTAINED. REGARDLESS OF THE LEVEL CHOSEN, FORMAL CLEARANCE WILL BE CONSIDERED AS BINDING ON THE AGENCY CONCERNED. THE REMAINDER OF THE POLICY PAPER (PART TWO (Factors Bearing on U.S. Policy) WILL BE REVIEWED AND CLEARED BY THE APPROPRIATE REGIONAL POLICY COMMITTEE OR AN EQUIVALENT AD HOC GROUP CONVENED BY THE RESPONSIBLE ASSISTANT SECRETARY OF STATE.

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Where the clearance process reveals major policy differences, Stage #8 will apply:

- H. Stage #8: Resolution of Major Policy Differences Surfaced in Course of Preparing Revisions #1 and #2 and in the Formal Clearance through Normal Channels Appropriate to Authority of Departments and Agencies.

Major policy differences between two or more agencies may be surfaced in the clearance process. The Responsible Officer will inform the appropriate Assistant Secretary of State, of such issues. These will be resolved, after lucid formulation, by normal (usually bilateral) appeal channels appropriate to the specific issue raised and the agencies involved. If necessary, referral of the issue will be made to the White House. Once major policy differences have been resolved at the appropriate level, those agencies not involved will be informed and the paper, now cleared, will move forward.

- I. Stage #9: Formal Approval in toto of National Policy Paper by Regional Policy Committee or Equivalent ad hoc Group Convened by Responsible Regional Assistant Secretary of State - Submission to Secretary of State for Signature - Distribution to all Agencies Concerned as a Binding, National Policy Document.

The formally cleared National Policy Paper will be submitted to the Regional Policy Committee or an equivalent group for approval of the paper in toto before submission to the Secretary of State for review and signature. In the absence of the Secretary of State the Acting Secretary of State has authority to perform the review and signing function.

Specifically, the Regional Policy Committee or an equivalent group will be called upon to:

- a) Review PART ONE (U.S. Policy: objectives, strategy and courses of action), which will have been

formally

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formally cleared with all agencies of Government concerned.

- b) Review and clear PART TWO (Factors Bearing on U.S. Policy).
- c) Approve the National Policy Paper in toto.
(or advise the Responsible Officer of reasons why the Committee is not able to give its approval)
- d) Transmit the approved National Policy Paper to the Secretary for review and signature.

6. Distribution:

The Responsible Officer will arrange for distribution of the National Policy Paper signed by the Secretary of State, to all agencies concerned, as a binding, national policy document.

7. Relation Between National Policy Papers and Other Country Planning Activity

(a) Long-range Assistance Strategy Statements

With rare exceptions, LASs will in the future be prepared only in conjunction with national policy papers. The national policy paper can then provide the broader framework required for formulation of an assistance strategy and the more general analytical and descriptive portions of the LAS can be incorporated in the body of the national policy paper. The full LAS, containing more detailed analysis and documentation along with detailed programmatic material, can become an annex to the national policy paper.

If a LAS already exists, it should be drawn upon in preparing a national policy paper on the same country. If the national policy paper develops a strategy and courses of action at variance with the existing LAS, the LAS should be appropriately revised. If possible, the revision should integrate the LAS into the national policy paper in the manner described above.

A somewhat

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A somewhat similar problem arises if an LAS is undertaken after a national policy paper has been completed. In that case, the national policy would provide the general framework for development of an assistance strategy. Revisions in the national policy paper might, however, be required on the basis of the completed LAS. Again, the objective should be to integrate the two documents in the manner described above.

(b) Internal Defense Plans

Observations made above concerning the LAS are also generally applicable to the question of relations between national policy papers and internal defense plans. The objective is to make the IDP a chapter in the national policy paper.

The Special Group (CI) would continue to review IDPs which have been incorporated into national policy papers.

(c) Other Country Plans and Studies

Other country plans and studies (MAP Five Year Plans, USIA Country Plans, CU Country Studies, AID Country Assistance Strategy Statements, etc.) pose no serious problems. These documents should be consistent with the country strategies and the pertinent courses of action set forth in the national policy papers. They should also proceed from and not duplicate the analytical sections of the national policy papers.

8. Review and Up-dating

Periodic review and up-dating of completed national policy papers will be the responsibility of the appropriate regional Assistant Secretaries of State, working in collaboration with the other agencies concerned. The Chairman of the Policy Planning Council will consult with the regional Assistant Secretaries of State on the establishment of review schedules. In most cases, annual review will probably be appropriate, although more frequent review may in some cases be forced by events.

9. Execution

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9. Execution

Execution of the policies set forth in national policy papers is the responsibility of the various operating agencies under the leadership of the Secretary of State. Agency programs and directives to the field should proceed from and be consistent with the strategies and courses of action presented in the national policy papers.

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November 30, 1963

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NATIONAL POLICY PAPERS

ANNOTATED STANDARD OUTLINE

NOTE: The following outline is distributed for the use of interagency working groups convened to prepare national policy papers. This outline should be viewed as a guide and not as a strait-jacket. Changes in subheadings can and should be made to facilitate adequate treatment of the particular problems of the country being studied. Also, the list of annexes will inevitably vary from country to country. With rare exceptions, however, the broad framework set forth in the major chapter headings should be used.

PART ONE
U.S. POLICY

I. Introduction

A. Profile of Country

In a few pages, the profile provides the minimum factual basis for understanding the following three sub-sections of Chapter I. In some instances, an historical approach will be appropriate. In other cases, a brief description of current social, economic and political conditions and trends will be most useful. In still other cases, a combination of historical and functional approaches might be best.

B. U.S. Interests and Objectives

This subsection consists of a summary of U.S. interests followed by an enumeration of U.S. objectives. More detailed exposition of U.S. interests should, if required, be taken care of in annexes. Objectives should be stated in terms of

what

Exempted from automatic decontrol
by _____

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what we want--not in terms of how we get what we want, which is the subject of later chapters on strategy and courses of action.

C. Relations of Country with U.S.

This subsection sketches briefly the current state of relations, calling attention to any major problems. U.S. commitments can be dealt with more fully in an annex.

D. Key Issues

A brief, unvarnished statement of the key issues faced by the U.S. in the country under study serves both to set the stage for the analysis of political, economic, social and security factors in PART TWO and to indicate the obstacles that must be surmounted by the U.S. strategy to be formulated in Chapter II below. Preparing a preliminary statement of the key issues might well be the first step taken by the working group.

E. Assumptions

Only the minimum necessary assumptions should be made. Generally speaking, assumptions should deal with developments outside the country under consideration--not, of course, including U.S. courses of action.

II. U.S. Strategy for the Next Two to Five Years

Sections B, C, D and E of this chapter should be concise, straightforward statements of what we propose to do in the various fields of action. The stage for these statements is set by section A, which takes up briefly what we want to see happen, how much leverage we have on the course of events, a general description of our strategy and the principal contingencies that might require a change in that strategy. The various aspects of the total strategy should be mutually consistent. Key interrelationships (as, for example, between political and economic assistance strategies) should be explicitly noted.

A. General

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A. General

1. Desired course of country's political, social and economic evolution.

2. Dimensions of U.S. influence.

3. General description of U.S. strategy.

4. Principal contingencies.

B. U.S. Political Strategy

C. U.S. Economic Strategy

1. Economic assistance strategy.

2. Trade and investment policies.

D. Future U.S. Role in Internal Defense

E. Future U.S. Role in External Defense

III. Courses of Action

This chapter presents the specific courses of action to be followed in carrying out the strategy described in the preceding chapter. The action agency, or agencies, should be noted after each course of action.

A. Political

B. Economic

C. Security

D. Information, Culture and Education

E. Other

PART TWO

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PART TWO
FACTORS BEARING ON
U. S. POLICY

I. Political Forces

This chapter will usually be based principally on a political dynamics study prepared by the State Department's Bureau of Intelligence and Research (INR).

A. The Government and Its Basic Policies

A brief description of the formal structure of the government and of its basic policies. Analysis of most of those policies should be reserved for Chapters II, III and IV below.

B. Instruments for Exercising Power

Brief descriptions of the principal institutions through which the rulers govern the country. Subheadings might include:

1. The ruling party.
2. The bureaucracy.
3. Mass organizations.
4. Public information media.
5. Police and security organizations.
6. The military.

C. Politically Significant Groups

Identification of politically significant groups based upon a concise analysis of the structure of the society. Groups discussed might include labor, business, the professions, farmers, landlords, students, racial minorities.

Some

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Some duplication of groups treated in I is probably unavoidable (e.g., military, police, bureaucracy). In the case of at least the major groups, their present and prospective political importance, interests and attitude should be noted.

D. The Political Process

How major decisions are actually made and carried out (in contrast to the formal structure described in I). Significant differences in the political process in different fields of policy should be noted.

E. International Relations

A survey of major features of the country's foreign policy and the state of its relations with other countries. Fuller treatment of international economic relations and external security questions should be left to Chapters II and IV, respectively.

F. Special Problems (examples listed)

1. Regional differences.
2. Racial and communal differences.
3. Leadership succession.

II. Economic and Social Forces

If an AID Long-Range Assistance Strategy Statement (LAS) is prepared in conjunction with work on a national policy paper, this chapter plus sections A.1. and C.1. of Chapter II in PART ONE would contain the essence of the LAS. The more detailed analysis and documentation called for in an LAS, along with certain more detailed programmatic material, would be included in an annex. The instructions issued by AID for preparation of the LAS provide particularly useful guidance for sections B, C and D of this chapter.

A. Major

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A. Major Economic and Social Trends and Problems

Major subheadings might include:

1. Demographic trends.
2. Trends in level, composition and distribution of the gross national product.
3. Trends and problems in major economic sectors (Agriculture, manufacturing, mining, services, transportation and communications, etc.).
4. Labor and employment trends and problems.
5. Agrarian problems (land tenure, modernization, farm credit, etc.).
6. Problems of urbanization.
7. State of the national market.
8. Education and public services.
9. Public finance and credit policy.
10. Depressed classes, ethnic groups and geographical regions.
11. International economic relations.

B. Appraisal of Country's Efforts Toward Self-help and Social Progress

Drawing on the descriptive material presented in the preceding section, indicate the areas in which efforts toward self-help and social progress have been either notably deficient or notably successful. Insofar as available information justifies, estimate the probable extent and success of such efforts in the future.

C. Appraisal

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C. Appraisal of Country's Development Program and Policies

Due account should be taken in this section of both major economic programs and policies and of those non-economic programs and policies which significantly affect the course of economic development.

D. Analysis of Foreign Resource Needs

In addition to arriving at an estimate of total foreign resource needs, this section should indicate what portion of those needs might be satisfied from non-U.S. sources.

III. Internal Defense

This chapter presents the essential elements of the Internal Defense Plan (IDP).

If necessary, supplemental material on internal defense can be included in an annex. General guidance for drafting this chapter is provided in the instructions on the preparation of IDPs which are issued by the State Department in Collaboration with other interested government agencies.

A. The Present Character of the Threat

A description of the already visible threat of overthrow of the existing political order through subversion, insurrection, or a combination of the two.

B. Vulnerabilities

Vulnerabilities treated in this section should relate to the specific threat described above--not the less immediate and more diffuse weaknesses in the social and political fabric that should be dealt with in other chapters.

C. Appraisal

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C. Appraisal of Country's Assets, Policies and Programs

This appraisal should be related to the specific threat described above; it should not be a general commentary on the merits and demerits of the society and its government.

D. Present Role of U.S. in Internal Defense

Again, only those U.S. activities should be described which bear on the specific threat.

IV. External Defense

The subheadings set forth below are largely self-explanatory. Sections D and E will of course not be relevant in some country studies. In some cases, E might be dropped as a separate section. The nuclear factor could then be treated in A as an aspect of the threat.

A. The Threat

Note any difference between the country's view of the threat and that of the U.S.

B. Missions and Tasks of Country's Armed Forces

Note any significant differences between the views of the U.S. and those of local officials on the missions and tasks of the country's armed forces.

C. Country's Military Capabilities

Military capabilities should be appraised in terms of the country's ability to create and maintain armed forces which can perform the missions and tasks described in the previous section.

D. Regional Security Arrangements

E. The Nuclear

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E. The Nuclear Factor

When relevant, both the nuclear threat and the country's attitude toward acquiring nuclear weapons should be discussed.

F. Present Role of U.S. in External Defense

When relevant, treat both:

1. Plans and commitments to deploy U.S. forces.
2. Military assistance.

Annexes

The annexes will, of course, vary from case to case. Those listed below are ones that may often be required.

- A. U.S. Commitments
- B. Appraisal of Country's Strategic Importance
- C. Detailed Presentation of U.S. Assistance Strategy
- D. Supplemental Material on Internal Defense
- E. Special U.S. Programs

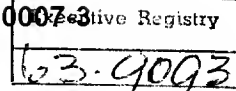
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DEPARTMENT OF STATE
POLICY PLANNING COUNCIL

December 2, 1963

MEMORANDUM TO: _____

SUBJECT: NATIONAL POLICY PAPERS (Procedures and
Annotated Standard Outline)

Under date of November 19, 1963, the Secretary of State approved the recommendation of the Planning Group that he review and formally sign National Policy Papers following their approval by the appropriate interdepartmental committee under the Chairmanship of an Assistant Secretary of State.

In accordance with the recommendation of the Planning Group, the name National Policy Papers has been adopted in lieu of the previous designations: National Strategy Papers or Strategic Country Studies.

An ad hoc inter-agency working group has been meeting for several weeks in drawing up a procedures paper and a standard outline designed to guide the preparation, review and clearance of National Policy Papers. The attached procedures memorandum and annotated standard outline which resulted from the work of this group are now circulated for formal concurrence. Your reply by December 12, 1963, will be greatly appreciated.

Please address your replies to John W. Ford, Executive Secretary of the Council, Room 7261, Department of State, who is available for any questions or explanations (extension 3445 and 5635).

W. W. Rostow

Attachments:

1. Procedures Memorandum
2. Annotated Standard Outline
3. Status Report

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DEPARTMENT OF STATE
POLICY PLANNING COUNCIL

NOVEMBER 30, 1963

NATIONAL POLICY PAPERS
(PROCEDURES AND ANNOTATED STANDARD OUTLINE)

GROUP 4
Downgraded at 3-year intervals;
Declassified after 12 years.

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NATIONAL STRATEGY PAPERS

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